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August 30, 2023

BPC #23-174

The Honorable Budget and Finance Committee
City of Los Angeles, Room 395
Los Angeles, CA 90012
c/o City Clerk's Office

Dear Honorable Members:

RE: COUNCIL FILE NO. 21-0775-S4, OUTREACH PROVIDED TO THE COMMUNITY
FOLLOWING THE 27TH STREET FIREWORK INCIDENT.

At the regular meeting of the Board of Police Commissioners held Tuesday, August 22, 2023, the Board APPROVED the Department's report relative to the above matter.

Respectfully,

BOARD OF POLICE COMMISSIONERS

A handwritten signature in blue ink that reads "Rebecca Munoz".

REBECCA MUNOZ

Commission Executive Assistant

Attachment

c: Chief of Police

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INTRADEPARTMENTAL CORRESPONDENCE

20-11
RICHARD M. TEFFINK
EXECUTIVE DIRECTOR
8/16/23
DATE

August 16, 2023
1.1

TO: Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: DEPARTMENT'S RESPONSE TO CITY COUNCIL FOR OUTREACH PROVIDED TO THE COMMUNITY FOLLOWING THE 27TH STREET FIREWORK INCIDENT RELATIVE TO COUNCIL FILE NO. 21-0775-S4

RECOMMENDED ACTIONS

1. That the Board of Police Commissioners (Board) REVIEW and APPROVE the Los Angeles Police Department's (Department) response to the Budget and Finance Committee.
2. That the Board TRANSMIT to the Budget and Finance Committee the attached report.

DISCUSSION

On March 17, 2023, the Budget and Finance Committee directed the Department to report on the following:

1. Any additional steps that can be taken to ensure similar incidents do not occur again.
2. An overview on assistance and outreach provided to the impacted community.

The attached response addresses the Budget and Finance Committee matters.

Should you have any questions or concerns, please contact Deputy Chief David J. Kowalski, Counter-Terrorism and Special Operations Bureau, at (213) 486-8780.

Respectfully,



MICHEL R. MOORE
Chief of Police

**BOARD OF
POLICE COMMISSIONERS**
Approved August 22, 2023
Secretary Rebecca Murray

Attachments

**DEPARTMENT'S RESPONSE TO CITY COUNCIL FOR OUTREACH PROVIDED TO
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AUGUST 15, 2023**

Investigation. Pursuant to this request, the Office of Special Operations (OSO), in conjunction with the Office of Operations (OO), conducted an analysis of processes as it applies to the Department's Explosives Unit (Bomb Squad), as well as recommendations set forth in the Department's After-Action Report (AAR) and by the Office of the Inspector General (OIG). Copies of the recommendations by the Department and OIG are attached.

Findings. As directed, OSO and OO reviewed and addressed the two specific areas. The OSO reviewed the current operations and protocols regarding Bomb Squad operations. Additionally, OO conducted a review of the Department's assistance and outreach to the impacted community.

Implementation of the Department's Recommendations

- The notification process to the Bomb Squad Officer in Charge (OIC) and the Commanding Officer (CO) of Emergency Services Division (ESD) has been upgraded and expanded to include the CO of Counter-Terrorism and Special Operations Bureau (CTSOB). (Recommendation No. 1a)
- The notification process has been revised to include the chain of command for the affected Area who will notify the relevant Council District for any Bomb Squad incident that would require any render safe procedures. (Recommendation No. 1b)
- The Bomb Squad OIC and the CO, ESD, are now required to respond to the scene based on the criteria of the call and for any potential at scene disposal plans. Additional scenarios for disposal operations with specific criteria also require a response from the CO, CTSOB or in their absence, the Assistant CO, CTSOB. (Recommendation No. 2a)
- The Bomb Squad protocols have been reviewed and updated, and they are subject to annual review and approval. Current Department Bomb Squad Total Containment Vehicle (TCV) deployment protocols do not allow for at scene TCV disposal. Current Department Bomb Squad TCV deployment protocols require TCV transport to and disposal at a safe-site only of all explosive material (if this is the rendered safe procedures). (Recommendation No. 3a)
- A new supervisory review and approval process for render safe procedures system was developed and implemented immediately following this incident to document and verify all calculations, utilizing Incident Command System (ICS) Form 208 – Safety Plan. (Recommendation No. 3b)
- A formal request was sent to the TCV manufacturer, NABCO, recommending a revised manual to remove inconsistencies and provide clearer capacity guidelines for the TCV. The revised manual was received, and all members of the Bomb Squad were provided a copy and signed a receipt. (Recommendation No. 3c)

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- The Bomb Squad received training from the TCV manufacturer consistent with the manufacturer's guidelines. (Recommendation No. 4a)
- The Bomb Squad established a TCV Cadre and have attended training with the TCV manufacturer. The cadre completes and documents ongoing training consistent with the TCV manufacturer guidelines. (Recommendation No. 4a-c)
- Certification on the trailer mounted TCV was completed by NABCO. The TCV was inspected and certified for field use by the manufacturer. (Recommendation No. 5a)
- A working group was reintroduced to research potential sites for an established explosive disposal range for acquisition and development. Once a location is identified, noise abatement testing will commence to ensure the feasibility of the site. (Recommendation No. 6a)
- A working group was developed and has designated sites in the City/region that will allow the Bomb Squad the option to transport items unsafe to store, to a location where they can be rendered safe. (Recommendation No. 6b)

Implementation of the Office of the Inspector General Recommendations

- The Department conducts reviews of Bomb Squad training, policies, and schedule to ensure that all personnel meet the annual training requirements. Emergency Services Division conducts quarterly compliance inspections to ensure all personnel remain in compliance. (Recommendation No. 1)
- The Department requires appropriate measuring scales to be included as mandatory equipment on the Bomb Assessment Truck (BAT) for use by bomb technicians. Individual bomb technician vehicles are equipped with diagnostic and disruption tools needed to initiate an immediate response and threat confirmation for life threatening situations, such as homicide/suicide bombing suspects, suspicious vehicles, and suspicious bags and packages, where time does not allow the technician(s) the opportunity for further assessment.

For all other assessments or render safe procedures, where it is safe to obtain the weight of an explosive item(s) or material, the BAT will respond to the scene. The BAT is equipped with a scale and tools needed to handle bomb calls where time is not a factor.

In any incident where physical weights are not achievable, the CO, CTSOB or in their absence, the Assistant CO, CTSOB is required to respond to the scene. (Recommendation No. 2)

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- Bomb Squad supervision will ensure that the Department evacuation policy requires comprehensive documentation of evacuations, as well as procedures for notifying pertinent government agencies regarding evacuations.

The Bomb Squad supervisor will discuss the parameters and provide recommendations for evacuations based on the incident during the initial screen down of the call. The Bomb Squad supervisor will direct the designated Incident Commander to ensure that evacuations are documented on the ICS Form 201 – Incident Briefing, in three categories for each location as follows:

1. No Answer;
2. Refusal/Unable to Evacuate; or,
3. Evacuated.

The Bomb Squad supervisor will review the documentation of the evacuations completed and discuss the evacuation(s) with Fire Department personnel during the Safety Briefing. The Bomb Squad supervisor will then document the evacuation boundaries on the ICS Form 208 – Safety Plan. The on-scene designated Incident Commander is responsible for making appropriate chain of command notifications. (Recommendation No. 3)

- Training and protocols are in place to ensure fatigue is not a factor in complex incidents. Management and supervision will continue to monitor Bomb Squad officers during incidents to identify signs of fatigue. (Recommendation No. 4)
- Bomb Squad supervision is proactive in maintaining a culture in the Bomb Squad that ensures bomb technicians are given a forum to share opinions on tactics while in the field. The Bomb Squad OIC will encourage supervisors to take an active role in planning and decision-making, consider the opinions of their subordinates, and continually emphasize and reinforce the importance of precision and use of technical expertise from Bomb Squad personnel. (Recommendation No. 5a-c)
- Emergency Services Division, specifically the Bomb Squad, will remain responsive to the oversight provided by the Board of Police Commissioners (Board) relative to inquiries or clarification of established procedures, training, and implemented recommendations. (Recommendation No. 6)

Office of Operations Overview of Community Outreach

Immediately following the 27th Street Incident, the Office of Operations conducted an assessment and formulated a community outreach campaign. An overview of the initial efforts implemented in the weeks following the incident, and a three-phase response protocol to ensure outreach efforts continued well beyond the initial outreach campaign follows:

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- The Department dedicated a police presence 24 hours a day, seven days per week to the 27th Street area.
- Senior Lead Officers engaged in daily outreach efforts to assist in connecting the impacted community with services, and to act as a conduit for communication.
- Senior Lead Officers were assigned to the Local Assistance Center (LAC), Fred Roberts Park Red Cross Shelter and Young Men's Christian Association LAC.
- A resource guide was provided for the parents and faculty of the 28th Street Elementary School.
- Newton Area formed a leadership team to evaluate security issues to businesses and homes that resulted from the incident. The leadership team coordinated the installation of pole cameras after discussions with community members who conveyed safety concerns during overnight hours.
- The Department held a private meeting with the residents of 27th Street at the All Peoples Community Center and residents were provided a copy of the Department's AAR and the Bureau of Alcohol, Tobacco, Firearms and Explosives (BATFE) report.
- The Department worked with the City of Los Angeles Department of Water and Power to replace alley lights impacted by the incident.
- The Department participated in the Rocket Rules Program and school giveaway at the All Peoples Community Center, provided installation of Ring doorbell cameras, as well as information on how to file a claim for damages with the City of Los Angeles.
- The Department attended the Saint John's Health Fair sponsored by Council District 9, where attendees were offered mental health referrals.
- The Department coordinated sidewalk repair and power washing with the Coalition of Responsible Communities Development.

Beginning with the immediate response and triage of the affected area, Newton Area began a phased plan to best provide for the affected community.

- Phase One – June 30, 2021 to October 20, 2022:
 - Hourly foot patrols were established in the impacted area to engage with community members to address questions and concerns.
 - A fixed post was established from 6:45 a.m. to 4:45 p.m. for visibility and availability to address resource requests.

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- Hourly checks were implemented in the impacted area to dissuade trespass violations between 4:45 p.m. and 11:45 p.m.
- Weekly crime analysis meetings were held to identify and address crime trends in the impacted area.

- Phase Two – October 21, 2022 to November 10, 2022:
 - The Department assigned Senior Lead Officers and Community Relations Officers to conduct weekly engagements with the impacted community to address evolving issues.
 - Continued weekly crime analysis meetings were held to identify and address crime trends in the impacted area.
 - The Department continued staffing of a fixed post to ensure visibility and availability to community members.
 - The Department continued hourly foot patrols and conducted walk-throughs of unoccupied homes in the affected area.

- Phase Three – November 11, 2022, to November 24, 2022:
 - The fixed post was staffed at various times and intervals based on crime trends and community input.
 - Officers conducted hourly checks during non-fixed post hours.
 - Senior Lead Officers continued foot patrols and community engagement.

- Phase Four –November 24, 2022, to Present Day:
 - Specialized units and Senior Lead Officers from Newton Area will conduct periodic extra patrols and foot beats within the affected community.
 - The watch commander will also assign a unit each watch for extra patrol at the location with instructions to log any unusual activity.

Recommendations. Ongoing bomb technician training is crucial to the safety of bomb technicians and their responses to critical incidents. Since the 27th Street Incident, a significant number of bomb technicians have left the Department's Bomb Squad due to planned retirements. From July 2022 to present, 11 new Bomb Squad officers have successfully completed the Hazardous Devices School, Bomb Technician Certification Course. Newly certified technicians have submitted training requests to the BATFE for training. The technicians requested to be placed on the wait list to attend the Advanced Explosive Disposal Techniques (AEDT) and the Homemade Explosives (HME) courses. These courses provide vital training to bomb technicians and are recommended by the National Guidelines for Bomb Squads.

The Department's Bomb Squad is in a continuous training cycle to maintain technician certifications. They work and train with other regional federal, state, and local bomb technicians.

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Although the Department's Bomb Squad is one of the oldest Public Safety Bomb Squads (PSBS) in the nation (established 1950), it remains as one of the few major city PSBS that does not have a dedicated, established explosives range. The Bomb Squad has identified an ideally situated property, owned by the City, that would meet the needs of an established explosives range. The securing of a dedicated site is a crucial final recommendation to ensure that the Department's Bomb Squad has regular, controlled access to an established range. This will allow technicians to perform weight calculations in training and during recommended disposals at a location that provides safety for both first responders and the community.

Conclusion. With the lessons learned from the 27th Street Incident, we as a Department witnessed the benefits of our long-term and robust community engagement. Newton Area has a deeply embedded relationship with their community that allowed the Department to respond effectively post-incident. It highlighted the value of our Senior Lead Officers and their efforts to create lines of communication and maintain trust within the community.

Since the 27th Street Incident, the Department's Bomb Squad has undergone restructuring and has established a culture of training, teamwork, and receptive feedback to apply lessons learned from each incident.

An example of the successful implementation of these recommendations occurred on June 7, 2023. The Los Angeles Fire Department, while conducting an unrelated warehouse inspection, observed two rooms containing a large cache of fireworks prompting the response of the Bomb Squad. Upon inspection, it was immediately evident that a substantial amount of commercial-grade fireworks were present and would necessitate a significant amount of resources and equipment. From the onset, the Bomb Squad implemented the post 27th Street protocols that included notification to pertinent government agencies, as outlined in the Department and OIG recommendations regarding evacuations, transportation, and officer fatigue.

This incident resulted in the recovery of the largest single seizure of fireworks, to date, in the City of Los Angeles. A total of 38,075 pounds of fireworks were safely recovered and transported to a large explosive magazine¹. The fireworks were transferred to the custody of the California Department of Forestry and Fire Protection without any issues.

¹ An explosive magazine refers to a secure storage facility specifically designed for storing explosives, such as fireworks, ammunition, or other hazardous materials.

**27th and San Pedro Incident on June 30, 2021
Implementation Status of Recommendations**

Department's Recommendations as adopted by the Board of Police Commissioners

- 1a.** Revised the notification process to the Officer in Charge as well as the Emergency Services Division, Commanding Officer.
- 1b.** Revised the notification process up the chain of command to include Office of Operations notifications to the relevant Council District.
- 2a.** The Officer in Charge and the Commanding Officer, Emergency Services Division, are now required to respond to incidents based on criteria of the call and/or the resolution proposed to render the device/item safe to provide command oversight.
- 3a.** Re-write of the SOP to include clarity and specificity on the usage of the TCV for transportation, including its operating limits and inspections.
- 3b.** Implementation of a system that requires Bomb Technicians to document and verify all calculations with a Supervisor's review and approval for all Render Safe Procedures (ICS 208HDM).
- 3c.** Formal request to the TCV manufacturer to provide a revised manual to remove inconsistencies and provide clear capacity guidelines.
- 4a.** Scheduled training with the TCV manufacturer to provide training to all Bomb Squad members in its use within the manufacture's guidelines.
- 4b.** Scheduled training with the TCV manufacturer for training on the inspections and maintenance of the TCV.
- 4c.** Create a TCV Cadre to include a Bomb Squad Supervisor, Bomb Squad Technicians, and a Logistics Officer to provide continuous training to members of the Bomb Squad as well as to continuously research best practices for TCV use.
- 4d.** Formal request that ATF NCETR (National Center for Explosives Training and Research) develop a curriculum on high density urban disposal options, to include the use of a TCV.
- 5a.** Certify the trailer mounted TCV to safely transport explosives to a safe location/range for disposal.
- 6a.** Re-introduce a working group to research potential sites for an Explosive Disposal Range for acquisition and development.

- 6b.** Develop a working group to pre-designate sites in the city/region that will allow the Bomb Squad the option to transport items that are unsafe to store to a safe location where they can be rendered safe.

OIG's Recommendations as adopted by the Board of Police Commissioners

1. The Department should conduct a review of the Bomb Squad training policies and schedule to ensure that all personnel are meeting the minimum annual training requirements and to determine the reason for the significant decline in overall training hours over the last 5 years.
2. The Department should require appropriate measuring scales to be included as mandatory equipment in each Bomb Technician utility truck as well as on the BAT.
3. The Department should update its policy to mandate comprehensive documentation of evacuations as well as to clarify procedures for notifying pertinent government agencies and offices about evacuations in a particular area of the City. The Department Manual currently contains minimal detail related to evacuation procedures or direction about when personnel should send notifications regarding evacuations to the DOC.
4. The Department should assess the potential role of fatigue in the Bomb Squad's decision-making process during the 27th Street Incident and implement adjustments to employees' work schedules to minimize fatigue, if deemed appropriate. All of the bomb technicians assigned to this incident had been working since the early morning, prior to responding to the 27th Street scene. They were then tasked with moving large quantities of commercial fireworks before completing the TCV detonation of the IEDs. Bomb Squad personnel's physical handling and visual estimate of the disposal product weight, which was significantly miscalculated, was ultimately relied on in arriving at an erroneous final combined NEW. Furthermore, one Bomb Squad employee explicitly discussed feelings of fatigue while handling the disposal product due to exertion from carrying commercial fireworks earlier in the day. The capability for alert and rested thinking, particularly in dealing with such complex and consequential matters, may have proved invaluable in this situation.
5. The Department should undertake a proactive and concerted effort to instill a culture in the Bomb Squad that:
 - a) Ensures bomb technicians are given a forum to fully share dissenting opinions on tactics while in the field;
 - b) Encourages supervisors to take an active role in planning and decision making, and calls on them to thoroughly consider and analyze the opinions of their subordinates; and
 - c) Emphasizes and reinforces precision and technical expertise on the part of all Bomb Squad personnel.

6. It is further recommended that any material changes to the operation of the Department's Bomb Squad (such as those listed above) that are being considered for implementation should be presented to the Board of Police Commissioners for review and approval.

MOTION

I MOVE that the matter of Motion (Price – Hutt) relative to amending Contract No. C-138578 with Omni 888 Olive St LP for continued temporary housing, and amending Contract No. C-141637 Overland, Pacific & Cutler, LLC for continued relocation assistance to tenant households displaced by the 27th Street Firework Incident that occurred on June 30, 2021, Item No. 18 on today’s Council Special Agenda (Council File 21-0775-S4), BE AMENDED to ADD the following recommendation:

That the following personnel/departments be requested/directed to report to Council within 60 days as follows:

1. Chief Moore, Police Department (LAPD), on any additional steps taken to ensure similar incidents do not occur again, as well as an overview of assistance and outreach provided by the LAPD to the impacted community.
2. Department of Building & Safety and the Department of City Planning on the status of any “color-tagged” homes, including any pending permits, applications, or other matters related to these locations.
3. Department of Public Works on any infrastructure improvements to City assets made or needed in the area.
4. City Attorney on the status of claims and litigation related to the 27th Street incident.
5. Housing Department on the number of individuals successfully rehoused and those still seeking assistance.
6. Community Investment for Families Department, in collaboration with relevant agencies, on the number of referrals, services, and resources provided to individuals impacted by the 27th Street incident.

PRESENTED BY: 
CURREN D. PRICE, JR.
Councilmember, 9th District

PRESENTED BY: 
BOB BLUMENFIELD
Councilmember, 8th District

SECONDED BY: 
HEATHER HUTT
Councilmember, 10th District

4

ORIGINAL

March 17, 2023

BUDGET & FINANCE

MOTION

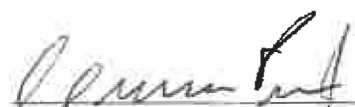
On June 30, 2021 the Los Angeles Police Department (LAPD) attempted a controlled detonation of illegal fireworks seized from a residence on the 700th block of East 27th Street. The detonation resulted in an explosion that injured several individuals and caused damage to the surrounding properties. At this time, it is crucial to provide additional funding to continue to temporarily house and permanently relocate those displaced by the explosion.

The Office of the Ninth Council District has led the coordination of efforts to assist the victims and provide relief by securing emergency funding for housing, overseeing repair efforts over dozens of homes, ensuring financial assistance is available, and opening a Neighborhood Resource Center to offer social services and to find permanent housing for impacted individuals. Families continue to face a multitude of challenges preventing them from returning to their homes or finding stable housing. In order to continue to serve this community, additional resources are needed.

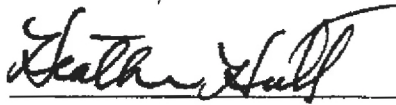
I THEREFORE MOVE that the Council:

1. Authorize the transfer/appropriation of \$2,370,000 from the Unappropriated Balance Fund No. 100-58, Account No. 580232 (Reserve for Extraordinary Liability) as follows:
 - a. \$2,270,000 to the Community Investment for Families Department (CIFD) Fund No. 100-21, Account No. 003040 (Contractual Services), for the continued expenditures associated with temporarily housing individuals displaced by the blast that occurred on June 30, 2021 in the 27th Street neighborhood.
 - b. \$100,000 to the Los Angeles Housing Department (LAHD) Fund No. 44G-43, Account No. 43WC23 (27th Street Relocation Services), for continued relocation assistance to tenant households displaced by the 27th Street Incident.
2. Authorize the General Manager of CIFD, or designee, to amend the contract (C-138578) with Omni 888 Olive St LP to increase contract compensation by an amount not to exceed \$2,270,000 and extend the term of the contract from December 31, 2022 through June 30, 2023, with one six-month extension option, for the continued temporary housing of individuals displaced by the blast that occurred on June 30, 2021 in the 27th Street neighborhood, and to execute the necessary documents and/or payments as appropriate subject to the approval of the City Attorney as to form.
3. Authorize the General Manager of LAHD, or designee, to amend the contract (C-141637) with Overland, Pacific & Cutler, LLC to increase contract compensation by an amount not to exceed \$100,000 and extend the term of the contract through January 23, 2024 for continued relocation assistance to tenant households displaced by the 27th Street Incident, and to execute the necessary documents and/or payments as appropriate subject to the approval of the City Attorney as to form.
4. Authorize the Chief Legislative Analyst to make any technical corrections, clarifications, or revisions as necessary to the above instructions to further the intent of the motion.

PRESENTED BY:


CURREN D. PRICE, JR.
Councilmember, 9th District

SECONDED BY:



MAR 15 2023